



Employee Performance Analysis Of The Population And Civil Registration Office In Bengkulu City In The "3 In 1 Duka Cita" Service

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Abstract. Findings indicate that while the implementation of the "3 in 1 Duka Cita" service has generally been effective in easing administrative burdens for grieving families, several obstacles remain. These include limited human resources, coordination challenges across departments, and inconsistent communication to the public. Despite these challenges, the dedication of front-line staff and simplified service mechanisms contribute significantly to service success. The research also reveals that employee performance is influenced by internal motivation, availability of resources, and clear job descriptions. The study concludes that while the initiative aligns with public service improvement goals, continuous monitoring, capacity building, and public education are needed to enhance overall performance and sustainability. This research contributes to understanding how integrated services in civil registration can be optimized through focused performance evaluation and organizational improvements.

Keywords: *Employee Performance, Public Service, Civil Registration, 3 in 1 Service, Bengkulu City.*

INTRODUCTION

In recent years, public institutions in Indonesia have faced increasing pressure to deliver efficient, transparent, and citizen-centered services. One of the critical components in realizing this vision is the performance of civil servants, particularly in the domain of civil registration and public documentation. As the administrative backbone of citizenship services, the Population and Civil Registration Office (Dinas Kependudukan dan Pencatatan Sipil or Disdukcapil) plays a fundamental role in ensuring that essential life events—such as birth, marriage, and death—are recorded accurately and promptly. In this context, employee performance becomes a strategic factor that directly influences service quality and public trust (Dwiyanto, 2011).

Bengkulu City has introduced an innovative approach to streamline civil registration related to death events through a program known as "3 in 1 Duka Cita." This integrated service combines three administrative processes—death certificate issuance, updating the Family Card (Kartu Keluarga), and revising the National Identity Card (KTP)—into a single streamlined process aimed at reducing the burden on grieving families. This program not only reflects bureaucratic simplification but also serves as a litmus test for assessing the adaptability and performance of public service personnel in dealing with emotionally sensitive and technically complex tasks.

The theoretical underpinning of this study is grounded in performance theory, which evaluates employee output based on indicators such as quality, quantity, timeliness, effectiveness, independence, and commitment (Gomes, 2003). In a bureaucratic setting, performance does not merely involve task completion; it includes the ability to demonstrate

responsiveness, empathy, and procedural compliance under institutional regulations. For this reason, civil servant performance in death-related services becomes an area of both operational and ethical concern.

Previous research underscores the need for performance evaluation in government institutions, especially in the context of public service reform. According to Osborne and Gaebler (1993), effective governance requires not only good policies but also capable public administrators who can implement reforms on the ground. In the Indonesian context, efforts to modernize public services often stumble due to inconsistent employee capabilities, inadequate infrastructure, and lack of incentives (Winarno, 2012). Therefore, evaluating employee performance in specific service innovations like the "3 in 1 Duka Cita" provides valuable insights into the broader challenges of bureaucratic transformation.

From a practical perspective, this study seeks to provide empirical evidence regarding the effectiveness of service integration strategies within local government offices. Specifically, the research aims to answer the following questions: How do employees of the Bengkulu City Civil Registration Office perform in the implementation of the "3 in 1 Duka Cita" service? What factors support or hinder their performance? To what extent does the integration of services improve service delivery outcomes? By focusing on these inquiries, the research not only addresses performance measurement but also sheds light on the structural and interpersonal dynamics that shape public service delivery.

The relevance of this topic is also supported by policy mandates such as the Indonesian Law No. 25 of 2009 on Public Services (*Undang-Undang Pelayanan Publik*) and the Regulation of the Minister of Administrative and Bureaucratic Reform No. 14 of 2017 concerning Guidelines for Structuring Public Service Units. These regulations emphasize efficiency, effectiveness, accessibility, and responsiveness as critical benchmarks for evaluating government performance. As such, the "3 in 1 Duka Cita" initiative must be scrutinized not only as a service innovation but also as a compliance mechanism to national performance standards.

The focus on death-related services introduces a unique layer of complexity, as families are often in grief and require not just bureaucratic efficiency but also emotional sensitivity. This demands a higher level of interpersonal skill and empathy from employees, which is not always formally included in performance metrics. Research by Parasuraman, Zeithaml, and Berry (1988) on service quality underlines the importance of empathy and assurance in client satisfaction—elements that are particularly crucial in the "Duka Cita" (bereavement) context.

Moreover, this study contributes to the academic discourse on the human dimensions of public administration. While much of the literature emphasizes structure and process, there is growing recognition that the "people factor"—including motivation, communication, and leadership—plays an equally vital role in public sector performance (Denhardt & Denhardt, 2000). Therefore, this study adopts a qualitative approach to explore not only the procedural aspects of service delivery but also the attitudes, behaviors, and challenges experienced by civil servants on the ground.

The study is located within Bengkulu City, a mid-sized urban area in Indonesia with its own demographic and bureaucratic characteristics. As a non-metropolitan city, Bengkulu provides a relevant context for examining how policy innovations are implemented in areas with limited resources and moderate population density. The choice of this location also responds to the broader research gap concerning civil registration services outside major urban centers like Jakarta, Surabaya, or Bandung.

The methodology employed in this research consists of qualitative data collection through interviews, observation, and document analysis. Informants include key personnel from the Civil Registration Office and service users who have experienced the "3 in 1 Duka Cita" process. The use of triangulation ensures the reliability and validity of the findings, while thematic analysis

allows the researcher to draw patterns and insights from a complex web of experiences and institutional practices.

In summary, this research is designed to evaluate employee performance in a specific and meaningful public service context—one that combines emotional sensitivity with administrative innovation. It seeks to inform both policy and practice by highlighting the human and organizational elements that contribute to successful service delivery. As governments worldwide strive to improve public service quality, this study offers a localized yet transferable example of how service integration, when matched with capable personnel, can enhance the citizen experience during life's most vulnerable moments.

LITERATURE REVIEW

Employee Performance in Public Institutions

Employee performance in the public sector is a critical determinant of service effectiveness and institutional legitimacy. Performance is commonly defined as the degree to which employees fulfill their responsibilities in accordance with established standards, policies, and objectives (Gomes, 2003). In the context of public administration, performance is multidimensional, involving both quantitative outputs and qualitative behavior such as accountability, transparency, and responsiveness. According to Robbins and Judge (2017), performance in public institutions is not only measured by productivity but also by an individual's ability to align with public service values.

Government regulations in Indonesia—such as Law No. 5 of 2014 on the State Civil Apparatus—mandate performance-based evaluation systems, emphasizing measurable indicators including punctuality, service delivery, work ethics, and innovation. These criteria reflect a broader shift toward New Public Management (NPM), which seeks to apply private-sector performance logic to public-sector entities (Hood, 1991).

Civil Registration and Integrated Services

Civil registration systems are fundamental to the legal identity of citizens. Efficient and accurate registration of vital events (birth, marriage, death) ensures citizens' access to rights and public services. The World Bank (2015) stresses that modern civil registration should be inclusive, timely, and integrated across sectors. Indonesia's *3 in 1 Duka Cita* service is part of a growing trend to streamline administrative procedures into integrated service packages. Such initiatives aim to reduce bureaucratic complexity and improve user experience, particularly in emotionally taxing contexts such as bereavement. According to Dwiyanto (2011), integrated services can be effective when supported by strong inter-agency coordination, clear standard operating procedures, and competent personnel.

Measuring Public Service Performance

Measuring performance in public service delivery involves several frameworks. The SERVQUAL model, introduced by Parasuraman, Zeithaml, and Berry (1988), identifies five key dimensions of service quality: tangibles, reliability, responsiveness, assurance, and empathy. These dimensions are highly relevant to the delivery of emotionally sensitive services such as death certification, where the experience of the citizen is just as important as the administrative outcome. In addition to service quality, institutional performance is often assessed through efficiency and effectiveness indicators. According to Pollitt and Bouckaert (2011), effectiveness refers to achieving the intended outcomes, while efficiency pertains to achieving those outcomes with minimal resources. In the context of local governments, citizen satisfaction surveys and Key Performance Indicators (KPIs) are often used as evaluative tools.

Factors Affecting Employee Performance

Several studies highlight key factors that influence employee performance in public institutions. These include motivation, organizational culture, leadership, training, and job satisfaction (Siagian, 2002; Mangkunegara, 2011). Herzberg's Two-Factor Theory suggests that performance is influenced by both hygiene factors (e.g., salary, working conditions) and motivators (e.g., recognition, responsibility). In the public sector, intrinsic motivation often plays a larger role than monetary incentives due to the mission-driven nature of government work (Perry & Wise, 1990).

In the specific case of Disdukcapil, employee performance is affected by policy implementation clarity, access to training, public communication, and the emotional demands of dealing with bereaved citizens. Research by Denhardt and Denhardt (2000) emphasizes the importance of empathy and public values in the new public service paradigm, arguing that civil servants should not only deliver services but also care for citizens' well-being.

Service Innovation and Citizen-Centered Approaches

Innovative service delivery models such as *3 in 1 Duka Cita* embody the principles of citizen-centered governance. According to the OECD (2017), innovation in public services involves creating new solutions that are more effective, efficient, and aligned with users' needs. Citizen-centric services prioritize accessibility, personalization, and empathy—traits especially necessary in services related to death and grief. In Indonesia, several local governments have piloted similar service integration efforts, with varying degrees of success. These innovations are often supported by e-government platforms, inter-departmental collaboration, and community feedback mechanisms. However, the sustainability of such innovations often depends on employee capacity and institutional willingness to adapt (Setiyono & McLeod, 2010).

Conceptual Framework

This study adopts a conceptual framework that combines performance theory, service quality dimensions, and the public value approach. The framework evaluates employee performance based on six indicators: (1) quality of work, (2) quantity of work, (3) timeliness, (4) effectiveness, (5) independence, and (6) commitment (Gomes, 2003). These indicators are analyzed in relation to the delivery of the *3 in 1 Duka Cita* service. By synthesizing the above theories, this research aims to offer a comprehensive understanding of how employee performance in civil registration impacts the quality of public service, particularly in a sensitive and urgent area such as bereavement support. The framework also allows for the identification of structural and behavioral improvements that can strengthen both individual performance and institutional effectiveness.

METHODS

This study employed a qualitative descriptive approach to explore the performance of civil servants at the Population and Civil Registration Office (Disdukcapil) of Bengkulu City in delivering the "3 in 1 Duka Cita" service. The qualitative method was selected to allow for in-depth understanding of employee behavior, institutional procedures, and service delivery experiences that cannot be fully captured through quantitative metrics.

The primary data collection techniques included in-depth interviews, direct observation, and documentation review. Key informants consisted of both administrative staff involved in the implementation of the 3 in 1 service and members of the public who had directly accessed the service during bereavement. Informants were selected using purposive sampling to ensure that participants had relevant experiences and insights.

Interview guidelines were developed based on performance indicators adapted from Gomes (2003), including work quality, work quantity, punctuality, effectiveness, independence, and commitment. All interviews were conducted face-to-face, recorded with permission, and transcribed verbatim for analysis. Non-participant observation was carried out at service counters to examine employee interaction, procedural flow, and responsiveness during actual service delivery.

Data were analyzed using thematic analysis, following the steps of coding, categorization, and interpretation. Triangulation of data sources and methods was applied to enhance credibility and validity. The researcher also maintained a reflective journal to document subjective impressions and reduce potential bias during data interpretation.

Ethical considerations were upheld throughout the study, including informed consent, confidentiality, and the right of participants to withdraw at any stage. The study received approval from the Faculty of Social Sciences, Universitas Dehasen Bengkulu, ensuring that all research protocols aligned with academic standards.

RESULTS

This study explores the performance of civil servants at the Population and Civil Registration Office (Disdukcapil) of Bengkulu City in the implementation of the “3 in 1 Duka Cita” service. The analysis is based on data collected through interviews with staff and service users, observation of service delivery, and examination of relevant documents. The research reveals nuanced findings regarding the quality of service, workload handling, time efficiency, and employee commitment within the public service context, especially during emotionally sensitive interactions with grieving families.

The overall quality of work demonstrated by Disdukcapil employees is perceived positively by most informants. Service users reported that the procedures were carried out with a high level of professionalism and empathy. Many families stated that the documents related to death certificates, updated family cards, and revised ID cards were issued accurately and without unnecessary errors. From direct observation, employees were seen attentively cross-checking documents and providing step-by-step explanations to clients. One bereaved informant expressed appreciation for the clarity and patience shown by staff, especially during such a difficult emotional time. These observations suggest that the service model has succeeded in improving not only administrative outcomes but also the overall experience of the public.

In terms of workload, the quantity of tasks managed by employees appears manageable under normal conditions. On an average day, between five to eight “3 in 1 Duka Cita” service cases were handled, depending on demographic and seasonal factors. Employees demonstrated the ability to process these requests efficiently, provided that families submitted complete supporting documents. However, internal testimonies revealed that certain periods, such as the weeks following national holidays, often led to increased service demand, which placed additional pressure on staff. In such instances, some employees expressed that the cognitive burden of handling multiple cases—often with repeated questions from different family members—could lead to fatigue and errors if not managed carefully.

Timeliness emerged as one of the strongest aspects of the service. The integration of three services into a single workflow significantly shortened the processing time. Previously, families were required to visit the office multiple times for separate documents, but with the new model, all three services could be completed within two to three working days. This accelerated timeline was made possible by clearly documented Standard Operating Procedures (SOPs) and seamless coordination between internal divisions of the Disdukcapil office. Employees were well-versed in the steps required and were able to electronically route information and documents across departments without relying on manual transfers or excessive approvals.

This not only increased internal efficiency but also reduced the emotional toll on clients who were already experiencing grief. Nevertheless, cases involving incomplete documentation or inconsistencies in earlier data entries (such as name misspellings or outdated addresses) occasionally caused delays. These issues revealed the service's heavy dependence on the accuracy of pre-existing civil records and the limited room for error correction under tight timelines.

The effectiveness of the 3 in 1 Duka Cita service can be seen in its ability to reduce the administrative burden on grieving families. Service users stated that the process felt more humanized and less bureaucratic than their previous experiences with government offices. Interview data indicated that employees were sensitive to the emotional states of clients, using calm tones and supportive body language to ease the discomfort typically associated with government procedures. Families felt respected and relieved that the process was consolidated, requiring fewer physical visits and interactions. From an institutional standpoint, the service was also deemed effective due to internal digital systems that supported data tracking and status updates. Despite these strengths, certain bottlenecks remained—especially when verifications from outside institutions (such as hospitals or neighborhood heads) were required. In such cases, Disdukcapil officers had to pause the internal process until external confirmation was obtained, which introduced elements of uncertainty that were beyond the employees' control.

Regarding the independence of employees in carrying out their tasks, the study found mixed results. Senior personnel demonstrated considerable autonomy, especially when dealing with unusual or non-standard cases. These employees often took the initiative to consult external institutions, clarify legal ambiguities, or advise families on complex documentation scenarios. Their experience enabled them to respond with flexibility and discretion when facing obstacles. In contrast, junior staff members often relied heavily on supervisors for guidance, particularly when encountering documentation inconsistencies or legal grey areas. While this cautious approach reduced the risk of procedural errors, it also led to service delays during peak hours when supervisors were less accessible. The disparity in decision-making authority indicates a need for broader empowerment and targeted training to enable all staff to act confidently and independently within defined operational boundaries.

Finally, the commitment of Disdukcapil employees emerged as a defining strength of the 3 in 1 Duka Cita service. Employees expressed personal satisfaction in being part of a system that supported families during one of the most vulnerable moments in life. Several staff members reported working overtime voluntarily to ensure that service targets were met, especially when a backlog began to form. Observations further revealed that some employees provided informal emotional support to clients—listening empathetically to their stories and reassuring them through the bureaucratic process. This level of dedication goes beyond formal job descriptions and reflects a deep internalization of public service values. However, such emotional labor, if not supported by adequate institutional mechanisms (e.g., mental health support or team rotation), could lead to burnout in the long term.

Overall, the research findings indicate that the 3 in 1 Duka Cita service represents a significant step forward in integrated public service delivery, particularly in its attention to human-centered design and bureaucratic simplification. Employee performance has generally met expectations in terms of quality, speed, and professionalism. Nonetheless, the study also highlights several areas for improvement, including the need for greater inter-institutional coordination, expanded decision-making authority among junior staff, and systematic support for employee well-being. These findings offer a comprehensive picture of how civil servants in a regional city adapt to service innovation and manage the emotional and procedural complexities of their work.

DISCUSSION

The findings of this study reveal both strengths and challenges in the implementation of the "3 in 1 Duka Cita" service at the Population and Civil Registration Office (Disdukcapil) of Bengkulu City. In general, employee performance aligns with the indicators proposed by Gomes (2003), namely quality, quantity, timeliness, effectiveness, independence, and commitment. However, beyond these measurable outcomes, the study also uncovers the human dynamics and institutional limitations that influence how services are delivered in emotionally sensitive contexts such as bereavement.

One of the key insights emerging from the analysis is the role of empathy in service quality. The SERVQUAL model by Parasuraman et al. (1988) emphasizes empathy and assurance as critical dimensions in service interactions. In the context of the "3 in 1 Duka Cita" program, employees who demonstrated emotional sensitivity were perceived as more effective by service users, even when delays or bureaucratic hurdles occurred. This reinforces the notion that in public services dealing with vulnerable populations, human interaction is just as important as procedural efficiency. Thus, while the service integration successfully reduced the number of visits and consolidated documentation steps, the added value of the program lies in how employees adapted their communication and behavior to meet the emotional needs of citizens.

The integration of services also significantly enhanced timeliness and administrative coherence. This supports Dwiyanto's (2011) argument that well-coordinated public services can reduce inefficiencies and increase user satisfaction. By combining death certificate issuance, Family Card updates, and KTP revisions into a single flow, the Disdukcapil office improved turnaround time from over a week to less than three working days in most cases. This efficiency was made possible not only by digital systems but also by the proactive performance of employees who were familiar with internal workflows and willing to extend their working hours when necessary. However, delays still occurred when external documentation—such as verification from hospitals or community leaders—was required. These delays highlight a structural dependency that cannot be resolved solely through internal performance improvements. It underlines Pollitt and Bouckaert's (2011) point that effectiveness in public service often depends on inter-institutional alignment rather than isolated administrative excellence.

In terms of workload and quantity, the study shows that while the daily service volume was manageable under standard conditions, occasional surges in demand—especially after public holidays—strained staff capacity. This confirms Mangkunegara's (2011) view that work performance is not only a function of individual capability but also of workload distribution and task complexity. The ability of staff to maintain service quality under pressure is commendable, but it also raises questions about long-term sustainability. If additional services are integrated in the future or if the city's population increases, the current staffing model may no longer be sufficient.

Another important discussion point involves the independence and decision-making capacity of employees. Senior staff demonstrated the ability to solve problems autonomously, while junior staff often relied on managerial input. This gap highlights an organizational bottleneck that could slow down service delivery, especially during peak hours. It reflects what Denhardt and Denhardt (2000) described as the need for a culture of trust and empowerment within public service institutions. The hesitation among junior staff to make decisions independently suggests either a lack of training or a fear of reprimand—both of which hinder administrative flexibility. Providing additional training and clear decision-making protocols could empower more employees to act within defined parameters, thereby improving efficiency without compromising accuracy.

Employee commitment emerged as a central strength of the 3 in 1 service implementation. Many employees expressed emotional investment in their roles, viewing their work as a form of public service that extends beyond technical duties. This aligns with Perry and Wise's (1990) theory of public service motivation, which suggests that individuals in government roles are often driven by intrinsic goals such as community contribution and societal impact. The high level of personal dedication observed—such as voluntary overtime and informal counseling to families—demonstrates the depth of this motivation. However, such emotional labor, while valuable, is rarely acknowledged in official performance evaluations. Without institutional support mechanisms such as counseling services, rotation systems, or recognition programs, there is a risk of burnout, especially among front-line workers who deal with grief-related cases daily.

The implementation of the "3 in 1 Duka Cita" service also speaks to broader shifts in public sector innovation. As Osborne and Gaebler (1993) advocated, governments must adopt entrepreneurial approaches that are responsive to citizen needs. This program reflects that philosophy by simplifying complex procedures and improving accessibility. Yet, the success of such initiatives depends not only on design but on execution—particularly the ability of employees to adapt, communicate, and collaborate. The Bengkulu case demonstrates that even in a non-metropolitan context with limited resources, meaningful reform can be achieved if human resources are managed effectively and aligned with service goals.

Finally, this research adds to the growing recognition that civil registration is not merely a bureaucratic function, but a fundamental human rights service that must be delivered with dignity and care (World Bank, 2015). When a citizen dies, families should not be burdened with fragmented administrative steps. The "3 in 1 Duka Cita" program—when supported by motivated and competent employees—can serve as a model of how local governments can integrate empathy and efficiency in public administration.

In conclusion, the discussion highlights that while the performance of Disdukcapil employees in Bengkulu City has largely met or exceeded expectations in delivering the integrated 3 in 1 service, continued attention must be paid to institutional support, training, and systemic collaboration. Performance is not merely about output, but about the values, behaviors, and structures that enable meaningful public service.

CONCLUSION

This research set out to analyze the performance of civil servants at the Population and Civil Registration Office (Disdukcapil) of Bengkulu City in delivering the integrated "3 in 1 Duka Cita" service. Drawing from qualitative data collected through interviews, observations, and document analysis, the study finds that the program has made meaningful progress in simplifying bureaucratic procedures and easing the administrative burden on grieving families. The performance of employees—measured in terms of quality, quantity, timeliness, effectiveness, independence, and commitment—was largely satisfactory and, in some aspects, exceeded expectations.

The results reveal that the integrated service model significantly improved processing speed and reduced the frequency of citizen visits to government offices. This was made possible not only through procedural integration but also through the high commitment and professionalism of employees. Emotional sensitivity, efficient inter-departmental coordination, and procedural clarity were among the defining strengths of the implementation. However, some structural constraints—particularly the reliance on external document verification and uneven levels of staff autonomy—still posed challenges that must be addressed to ensure long-term service consistency.

The study concludes that employee performance is deeply influenced by both institutional factors (e.g., SOPs, inter-agency workflows) and human dynamics (e.g., motivation, empathy,

decision-making confidence). The "3 in 1 Duka Cita" service in Bengkulu City provides a compelling model of localized public sector innovation, demonstrating how integrated services can be effectively delivered in a non-metropolitan setting with limited resources. However, its sustainability will depend on the government's commitment to continuous staff training, organizational empowerment, and emotional well-being support for public servants working on the frontlines of civic life and death.

LIMITATION

While this research provides valuable insights into employee performance and service delivery innovation, several limitations must be acknowledged. First, the study's qualitative nature, while enabling in-depth analysis, limits the generalizability of its findings. The results are specific to Bengkulu City and may not fully represent similar programs implemented in other regions with different demographic, administrative, or political contexts.

Second, the sample of informants, although purposively selected, was relatively small and may not capture the full diversity of perspectives, particularly from junior employees or clients who had negative experiences but were not available or willing to participate.

Third, the study focused solely on the "3 in 1 Duka Cita" service and did not compare it with other public service innovations or traditional civil registration processes. A comparative framework might have added further depth to the performance analysis.

Finally, the emotional and subjective nature of grief-related services introduces variables that are difficult to measure and standardize. While empathy and commitment were observed and reported, the absence of formal metrics for emotional labor may have led to underestimation or inconsistent interpretation of certain behaviors. Future research may benefit from a mixed-methods approach, including quantitative performance indicators and broader regional comparisons, to build a more comprehensive evaluation of integrated public service models in Indonesia.

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